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ABSTRACT

This report was submitted by the House Judiciary Committee to accompany H.R. 3729, the Refugee Assistance Extension Act of 1983, a proposed amendment to the Immigration and Nationality Act. After listing amendments, the report defines the bill's purpose as the extension for two years of the funding authorization for domestic resettlement activities under the Refugee Extension Act and the promotion of a more effective and coordinated approach to refugee resettlement. It next provides a history of the legislation and an analysis of the bill's four levels of funding (social services, targeted assistance to heavily impacted areas, health screening and initial treatment, and "all other activities"). Following this are discussions of expenditures and auditing, education assistance and transfer of the Office of Refugee Resettlement, responsibilities of voluntary agencies (Volags), medical assistance, and block grants. Next, the four committee amendments are analyzed. Administration testimony on the initial legislation is then reported. Finally, the report concludes with an estimate of the cost, budgetary information, the Congressional Budget Office Cost Estimate, oversight statements, an inflationary impact statement, the Committee's recommendation for enactment, and finally, Chapter 2 of "The Immigration and Nationality Act, Title IV--Miscellaneous and Refugee Assistance," which is printed to include both original and amended language. (KH)

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98TH CONGRESS
1st Session

HOUSE OF REPRESENTATIVES

REPORT
No. 98-404

REFUGEE ASSISTANCE EXTENSION ACT OF 1983

OCTOBER 5, 1983.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. RODINO, from the Committee on the Judiciary, submitted the following

REPORT

[To accompany H.R. 3729]

[Including cost estimate of the Congressional Budget Office]

The Committee on the Judiciary, to whom was referred the bill (H.R. 3729) to amend the Immigration and Nationality Act to extend for two years the authorization of appropriations for refugee assistance, and for other purposes, having considered the same, reports favorably thereon with amendments and recommends that the bill as amended do pass.

The amendments (stated in terms of the page and line numbers of the bill as introduced) are as follows:

1. Page 2, line 12, strike out "(4)" and insert in lieu thereof "(5)".

Page 2, beginning on line 13, strike out "paragraph" and insert in lieu thereof "paragraphs".

Page 2, line 18, strike out all the follows the first period.

Page 2, after line 18, insert the following new paragraph:

"(5) There are authorized to be appropriated for each of fiscal years 1984 and 1985 such sums as may be necessary to carry out section 412(f).".

Page 3, line 2, insert "the Attorney General," after the second comma.

Page 10, after line 13, add the following new section:

ASSISTANCE TO STATES AND COUNTIES FOR INCARCERATION OF CERTAIN CUBAN NATIONALS

SEC. 8. Section 412 (8 U.S.C. 1522) is further amended by adding at the end the following new subsection:

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"(f)(1) ASSISTANCE TO STATES AND COUNTIES FOR INCARCERATION OF CERTAIN CUBAN NATIONALS.—The Attorney General shall pay compensation to States and to counties for costs incurred by the States and counties to confine in prisons, during the fiscal year for which such payment is made, nationals of Cuba who—

"(A) were allowed by the Attorney General to enter the United States in 1980,

"(B) after such entry committed any violation of State or county law for which a term of imprisonment was imposed, and

"(C) at the time of such entry and such violation were not aliens lawfully admitted to the United States—

"(i) for permanent residence, or

"(ii) under the terms of an immigrant visa or a nonimmigrant visa issued,

under this Act.

"(2) For a State or county to be eligible to receive compensation under this subsection, the chief executive officer of such State or county shall submit to the Attorney General, in accordance with rules to be issued by the Attorney General, an application containing—

"(A) the number and names of the Cuban nationals with respect to whom such State or county is entitled to such compensation, and

"(B) such other information as the Attorney General may require.

"(3) For a fiscal year the Attorney General shall pay the costs described in paragraph (1) to each State and county determined by the Attorney General to be eligible under paragraph (2), except that if the amounts appropriated for such fiscal year to carry out this subsection are insufficient to cover all such payments, each of such payments shall be ratably reduced so that the total of such payments equals the amounts so appropriated.

"(4) The authority of the Attorney General to pay compensation under this subsection shall be effective for any fiscal year only to the extent and in such amounts as may be provided in advance in appropriation Acts.".

2. Page 4, line 15, strike out "and".

Page 4, after line 15, insert the following new subparagraph:

"(D) to be legally and financially responsible for meeting the basic needs for food, clothing, and shelter, and for transportation for job interviews and training of each refugee resettled during the 90-day period beginning on the date the refugee was admitted to the United States; and."

Page 4, line 16, strike out "(D)" and insert in lieu thereof "(E)".

Page 5, line 22, strike out "(d)" and insert in lieu thereof "(d)(1)".

Page 5, line 23, strike out "and (C)" and insert in lieu thereof, "(C), and (D)".

Page 6, after line 2, insert the following new paragraph:

(2) Section 412(b)(7)(D) of the Immigration and Nationality Act, as added by subsection (c) of this section, shall apply to grants and contracts made or renewed after the end of the six-month period beginning on the date of the enactment of this Act.

3. Page 7, strike out line 12 and all that follows through line 7 on page 8.

Page 8, lines 8 and 24, and page 9, line 7, strike out "(3)", "(4)", and "(5)", respectively, and insert in lieu thereof "(1)", "(2)", and "(3)", respectively.

Page 9, beginning on line 9, strike out "paragraphs (1) and (2)" and all that follows through "(of)" on line 13.

4. Page 9, after line 16, insert the following new subsection:

(c) Section 412(e) (8 U.S.C. 1522(e)) is amended by adding at the end the following new paragraph:

"(7)(A) The Secretary shall develop and implement alternative projects for refugees, who have been in the United States less than 18 months, under which refugees are provided interim support, support services, and case management, as needed, in a manner that encourages self-sufficiency, reduces welfare dependency, and fosters greater coordination among the resettlement agencies and service providers.

"(B) Refugees covered under such alternative projects shall be precluded from receiving cash assistance under the other provisions of this subsection and under part A of title IV of the Social Security Act.

"(C) The Secretary, in consultation with the United States Coordinator for Refugee Affairs, shall report to Congress not later than March 31, 1985, on the results of these projects and on recommendations respecting changes in the refugee assistance program under this section to take into account such results.

"(D) To the extent that use of such funds is consistent with the purposes of such provisions, funds appropriated under paragraphs (1) and (2) of section 414(a) of this chapter and under part A of title IV of the Social Security Act may be used for the purpose of implementing and evaluating alternative projects under this paragraph.".

Purpose of the Bill

The purpose of the bill is to extend for two years the funding authorization for domestic resettlement activities under the Refugee Act of 1980.

Need for Legislation

The basic legislative authority for funding refugee resettlement expired on September 30, 1983. During the 97th Congress, legislation was enacted (Public Law 97-363) reauthorizing for fiscal year 1983 the resettlement program embodied in the Refugee Act of 1980. The instant legislation will extend that authorization for an additional two fiscal years. The Committee is convinced that a two year authorization, coupled with the program changes included in this legislation, will promote a more effective and coordinated approach to refugee resettlement.

History of Legislation

97th Congress

During the Ninety-seventh Congress the Subcommittee on Immigration, Refugees, and International Law held three days of hearings on September 16, 17, and 23, 1981, on the domestic and foreign policy implications of the United States Refugees Admissions Program, including two days on H.R. 5879, the Administration's refugee assistance extension legislation.

In addition, in April 1981, the Subcommittee undertook a fact-finding trip to California to review refugee resettlement activities in that area. The findings and recommendations are contained in the Subcommittee's trip report (Committee Print No. 7). Following the hearings and oversight activities, legislation reauthorizing the Refugee Act for fiscal year 1983 was enacted (Public Law 97-363) during the Ninety-seventh Congress.

That legislation, which included many of the recommendations made in the Subcommittee's aforementioned trip report, required greater coordination between the Federal Government, state and local governments, and voluntary agencies in the placement and resettlement of refugees. The major area of focus in the legislation was an increased emphasis on social service programs aimed at promoting early self-sufficiency. A line item for social services was included with the stipulation that such programs be aimed at employment-related services and English language training.

The 1982 law also strengthened the penalties on refugees who did not accept job offers or who refused to participate in appropriate social service programs. It also denied refugee cash assistance to certain full-time students. Reporting requirements were also placed on Volags regarding notification to states of refugees on welfare. To respond to the concerns of highly impacted areas, the 1982 amendments required a plan for the initial placement of refugees so that the financial burden of continued influxes of refugees did not fall on already strained state and local resources.

98th Congress

The reauthorization of refugee resettlement activities was once again the focus of Subcommittee consideration in the 98th Congress. The Subcommittee held extensive hearings (June 6, 7, and 9, 1983) on H.R. 3195, a bill introduced on June 2, 1983 by the Honorable Romano L. Mazzoli, Chairman of the Subcommittee on Immigration, Refugees, and International Law, to extend refugee assistance for three years. Also considered was H.R. 3611, the Administration's three year extension proposal, introduced by the Honorable Dan Lungren (by request) on July 20, 1983.

In addition to reviewing the domestic resettlement program, the Subcommittee also received testimony on the legal and operational aspects of the refugee definition as set forth in the Refugee Act of 1980. The role and mandate of the Refugee Coordinator was also examined in detail. During the hearings, testimony was heard from: Ambassador Eugene Douglas, United States Coordinator for Refugee Affairs; Elliott Abrams, Assistant Secretary for the Bureau of Human Rights and Humanitarian Affairs; Alan Nelson, Commissioner for Immigration and Naturalization Service; James

Purcell, Director for the Bureau for Refugee Programs and Phillip Hawkes, Director in the Office of Refugee Resettlement (ORR), Department of Health and Human Services; and Samuel W. Bowlin, Director, National Security and International Affairs Division, General Accounting Office.

Other witnesses included state refugee coordinators, representatives of state and local governments, and voluntary agencies, and other interested organizations. Additionally, Mr. Mazzoli and staff made investigative site visits to the following areas: Houston, Dallas/Ft. Worth, Texas; Chicago, Illinois; St. Paul, Minnesota; Milwaukee, Wisconsin; Providence, Rhode Island; Washington, D.C. and Arlington, Virginia. These trips revealed a need for closer cooperation between all parties in the resettlement process and a concerted effort to reduce the "welfare dependency" syndrome.

The annual consultative process on the levels of admissions of refugees under the Refugee Act was the subject of a private consultation and a Committee hearing on September 20, during which the Executive Branch's proposal to admit 72,000 refugees during fiscal year 1984 was considered.

On July 28, 1983, the Subcommittee approved H.R. 3195 with several amendments. A clean bill was favorably reported to the full Committee. The clean bill, H.R. 3729, was introduced on August 1, 1983, by Mr. Mazzoli and cosponsored by all Members of the Subcommittee.

Committee Vote

Following two days of full Committee mark-up on September 20 and September 27, 1983, the Committee, on the latter date, ordered H.R. 3729, as amended, favorably reported to the House by voice vote.

Background

Title II of the Refugee Act of 1980 defines the term "refugee" and establishes the framework for selecting refugees for admission to the United States. In accordance with the act, the President determines the number of refugees to be admitted during each fiscal year after consultations between Executive Branch officials and Congress prior to each fiscal year.

Title III sets forth the mandate of the United States Coordinator for Refugee Affairs and provides a detailed system for the resettlement of refugees in the United States. The assistance provided under the terms of the Refugee Act takes several forms.

First, the act authorizes ORR to reimburse States for 100 percent of their costs in providing cash assistance and medical assistance to refugees in the U.S. for 3 years or less.

Second, ORR provides funding to States for a broad range of social services to refugees. Permissible services include any service allowable in a State's plan under Title XX of the Social Security Act, as well as a number of services specifically identified in ORR policy instructions to the States. These specific services include English language training, job development and placement, career counseling, vocational training, day care for children to permit en-

rollment of parents in training programs, and translation and interpreter services.

Third, under the authority of the Refugee Act, funds have been appropriated for overseas monitoring of health screening and immunization of Southeast Asian refugees prior to their entry into the country, for port-of-entry inspection and health department notification, and for health assessments after they arrive at their destination.

Finally, the Refugee Act authorizes ORR to provide special educational services to refugee children in elementary and secondary schools where a demonstrated need has been shown.

The Refugee Act also establishes a specific statutory procedure for the admission of refugees and defines the consultative role of Congress in that process. Following is a table briefly summarizing the refugee admissions levels since enactment of the Refugee Act.

	Executive branch proposed refugee admissions	Presidential determination	Actual admissions
Fiscal year:			
1981	217,000	217,000	159,000
1982	173,000	140,000	97,000
1983	98,000	90,000	[1] 59,000
1984	72,000	([2])	

[1] Estimated. [2] Not finalized.

Approximately 54 percent of eligible refugees who have been in the United States three years or less are currently receiving some form of public assistance. In California, the percentage of time eligible refugees receiving assistance is estimated by ORR to be 80 percent to 84 percent.

The national figure of 54 percent does represent a reduction from 67 percent in 1981. This decline has been attributed to several factors including: (1) the revised ORR regulation reducing Refugee Cash Assistance benefits from 36 months to 18 months; (2) improved implementation of the Refugee Act of 1980; and (3) passage of the 1982 Refugee Reauthorization amendments which have strengthened coordination between voluntary agencies (Volags) and state and local governments. While this decline is an indication that some recent progress has been made in the resettlement program, the current dependency rates, noted above, continue to trouble the Committee.

The Committee notes that some innovative efforts are being made to involve the private sector to a greater extent in the resettlement process. Businesses, agricultural enterprises, and educational institutions have served to raise "community consciousness" and forge a closer relationship between refugees and the local community.

These efforts to improve coordination at the local level must be expanded, and a constant and meaningful dialogue must be established and maintained between the various private and public participants in the resettlement process.

Analysis of the Legislation

AUTHORIZATION PERIOD AND LEVEL

The bill provides for a two-year extension of the authorization of appropriations for the domestic resettlement of refugees.

For each year the authorization levels are as follows: (1) $100 million for social services; (2) $50 million for targeted assistance to heavily impacted areas; (3) $14 million for health screening and initial treatment; and (4) such sums as may be necessary for all other activities, namely, cash and medical assistance, special education, the matching grant program, and administrative costs.

The legislation, by adopting a "such sums" approach with respect to the majority of the funding under the bill, recognizes the difficulty of assessing the proper funding level for cash and medical reimbursement costs. In this regard, there are two important variables: refugee dependency rates and the number of refugees admitted. The Committee thus believes that these these two uncertainties—dependency rates and refugee flows—constitute compelling reasons for allowing maximum flexibility during the appropriations process.

SOCIAL SERVICES

The bill, like the Refugee Act of 1980 itself, provides a line item authorization for refugee social services. Such services include English language training, job training, and job placement. By maintaining a line item approach to social services, the Committee underscores its firm belief that the provision of such services is the fundamental element through which refugees can avoid cash or medical assistance dependency. As Barry Van Lare of the National Governors' Association has stated:

> One of the key goals of refugee resettlement programs is to assist the refugees in adjusting to a new and different environment and becoming self-sufficient as soon as possible. Language and employment training are the appropriate and fundamental means to accomplish this goal. Inadequate funding for these training programs will only prolong refugees' and entrants' dependency on public assistance.

In its report on the Refugee Assistance Amendments of 1982 (H. Rept. No. 97-541) the Committee flatly rejected the theory upon which the Administration's fiscal year 1983 social services budget request was made, namely, that social service funding allocations; should be based on the anticipated number of refugee arrivals. The Committee is disturbed to learn that the Administration's fiscal year 1984 social service funding request is again premised on anticipated flows. The Committee reiterates that it sees no basis in law or logic for such an approach. Instead, the Committee asserts that the proper focus should be on the number of refugees who need such services, regardless of their date of entry.

Medical Screening and Initial Treatment

The legislation, like the Refugee Assistance Amendments of 1982, provides a $14 million line item for health screening and initial treatment. During a recent hearing before the Subcommittee on Immigration, Refugees, and International Law, Administration witnesses testified that in fiscal year 1983 virtually no portion of the fiscal year 1983 appropriation of slightly over $6 million was used for initial treatment. Instead, the appropriation was used almost exclusively to provide health assessment and outreach services. Though such services are vitally important, it is equally important that funding be provided to local health departments to defray the substantial costs they have had to bear in providing health treatment to refugees.

In Arlington County, Virginia, for example, county health officials have estimated that in fiscal year 1984 approximately $1 million will be spent on refugees health services, but that only $33,000 is expected in grants from the Federal government. Clearly, this type of cost shifting is unfair, and the Committee expects that in fiscal year 1984 and 1985 increased resources will be made available for health treatment.

Targeted Assistance

Section 2 of the legislation provides a $50 million line item authorization for targeted assistance. Section 5, in turn, outlines the scope of the targeted assistance program and sets forth the conditions that must be met before a locality may be considered eligible for assistance. The criteria for receiving targeted assistance under the Committee bill are very similar to the criteria set forth by the Department of Health and Human Services in fiscal year 1983 when it dispersed $81.5 million in targeted assistance to counties for refugees and Cuban/Haitian entrants where "because of factors such as unusually large refugee populations, high refugee concentrations, and high use of public assistance there exists and can be demonstrated a specific need for supplementation of currently available resources for services to [refugees]". (Fed. Reg. P. 24986, June 3, 1983). The targeted assistance program contained in the legislation, however, differs in two significant respects from the Administration's fiscal year 1983 program.

First, whereas the Administration's program was aimed exclusively at funding projects that would directly promote economic self-sufficiency among refugees, the legislation, although specifying that the funding of projects aimed at self-sufficiency should be the primary goal of the program, does not preclude the use of some targeted assistance funds for other important activities, such as assisting local health departments to meet the costs of providing treatment to refugees.

Second, the legislation, unlike the Administration's program, anticipates that funding allocations will be made on the basis of a county's total refugee population, not just those refugees who have been in the United States for three years or less. The legislation further provides that secondary migration must be taken into account before making targeted assistance allocations and the Committee urges the Office of Refugee Resettlement to comply with the

statutory requirement that it compile detailed statistical data on secondary migration.

The Committee emphasizes that the primary purposes of targeted assistance is to assist counties in implementing locally determined programs to help refugees become economically self-sufficient. The bill provides that the targeted assistance grants should not supplant other refugee program funds and that states must pass through at least 95 percent of the grant award.

The Committee intends that local entities should be granted flexibility to expend funds in a manner best suited to meet local needs, subject to the limitation that the funds be used primarily for the purpose of facilitating refugee employment and achievement of self-sufficiency.

Expenditures and Auditing

The 1982 Refugee Reauthorization law provided that "the Comptroller General shall conduct an annual audit of funds expended under grants and contracts" between the State Department and the Volags. The General Accounting Office (GAO) interpreted this mandate to require merely that it conduct an audit of the State Department Inspector General's (IG) audit. This year, the legislation clarifies GAO's mandate. GAO is to conduct its own audit; the Committee never intended that it would be sufficient to audit the IG's audit. Such audits will be required only for fiscal years 1984 and 1985.

The GAO audits of funds expended by Volags will not relieve the Bureau for Refugee Programs of the Department of State of the responsibility for managing and monitoring their agreements with Volags and State governments. Nor are they to duplicate, or replace, the voluntary agencies' annual financial statements prepared by independent accountants. It is also expected that GAO will provide the Committee with independent reports on the Bureau's management of federal funds and the Volags' distribution and use of resettlement funds.

Education Assistance and Transfer of Office of Refugee Resettlement

The Refugee Act of 1980 authorized the Director of ORR to make grants and enter into contracts for payments for projects to provide special education services to refugee children. Since 1980 this authority has been exercised by the Secretary of Education through an interagency agreement with ORR. This arrangement has proven too complicated and has resulted in long delays in providing funding to local school districts. The Committee bill remedies this problem by relieving the Director of his authority to fund special education projects and transfers that authority directly to the Secretary of Education. The Committee expects that this transfer will reduce delays and promote a more orderly and efficient functioning of the program.

The Office of Refugee Resettlement is presently located within the Social Security Administration at HHS. The Committee believes that the Office, which in FY 1983 had a budget of over one-half billion dollars, should not be relegated to a suboffice within

the Social Security Administration. Moreover, the Administration's decision to place ORR within Social Security has created the impression that ORR's primary mission is income maintenance, when in reality Congress intended that it be a high level office whose primary mission is to promote economic self-sufficiency.

The Committee is convinced that the placement of ORR within Social Security has impeded creative programming. Accordingly, the legislation transfers ORR to the Office of the Secretary of Health and Human Resources, where the Director will have ready access to the Secretary and where ORR's accountability to the Congress and the American people for all aspects of the domestic resettlement will be enhanced.

The Committee further believes that the statutory creation of a high level office will provide an important focal point for State and local governments, as well as public and private agencies, involved in the resettlement process. Finally, the Committee notes that the Conference Report on the Refugee Act of 1980 (Rept. No. 96-781) expressed the "intention of the Conferees that the Director should, unless and until a reorganization of the Department occurs, report directly to the Secretary." The legislation thus mandates that which was already intended.

Volag Responsibilities

Currently, the Bureau of Refugee Programs in the Department of State provides each Volag with a grant for each refugee to be resettled. Traditionally, the terms and conditions of these grants have been a matter of mutual agreement. The Committee is convinced, however, that these grants have not and do not provide sufficient assurances of Volag accountability. For example, Volags today are not required to report back to the State Department on the number of refugees they resettled in the previous year, where they resettled them, what percentage of them are on welfare, or what portion of the total grant award was used for administrative expenses.

The legislation corrects these deficiencies by requiring the Department of State to demand, under their grant agreements, that Volags supply the above information. The legislation also requires Volags to supply the State Department with quarterly performance and financial status reports. It further requires, once again as a grant condition, that Volags, upon the request of a local welfare office, provide such office with documentation describing the amount of cash or other resources that the Volag has provided or will provide to the refugee. In the case of non-cash resources, the Committee intends that such resources be quantified to assist county welfare officials in making eligibility determinations.

The Committee recognizes that over the past year the Bureau for Refugee Programs has made significant strides in improving its monitoring of the Volags. During a recent hearing, however, Bureau Director James Purcell recognized the need for further improvement when he stated:

> In our meeting with the leadership of the Voluntary agencies we have pointed to a number of areas needing improvements, such as insufficient documentation of services

provided to refugees; services stretched thin because staff have had to be reduced as admissions numbers declined; sometimes inadequate follow-up with refugees after initial placement; and, in some cases, placement of refugees in areas at some distance from Volag offices.

The Committee believes that this legislation, in conjunction with the Bureau's commitment to exercise effective oversight, will increase Volag responsibility and accountability and thereby improve the effectiveness of our domestic resettlement program.

Medical Assistance

The refugee population, is, by its very nature, more severely affected by serious and debilitating bodily illnesses than the U.S. population in general. Because of their unique health needs, refugees are acutely aware of the importance of obtaining adequate medical coverage, whether through insurance or Medicaid. Unfortunately, many refuges, especially Indochinese refugees in entry level jobs, have found that their employers either do not offer their employees insurance or that the cost of private insurance is prohibitive. As a result, many feel compelled to either quit their jobs or pursue a job opportunity only half-heartedly, so as to ensure their eligibility for Medicaid. This is particularly the case for pregnant women and parents with sick children.

Other refugees who have every intention of seeking employment recognize the importance of medical coverage and, as a result, go to thier local welfare office to apply. Once there, however, they are informed of the existence of various forms of cash assistance and many "sign up for the whole package" of benefits.

The Committee has heard from numerous witnesses that one of the biggest obstacles to self-sufficiency among refugees is the linkage between cash assistance and medical assistance. There is a clear concensus on the part of the Volags and witnesses who appeared during the Subcommittee's hearings or who were interviewed during site visits that additional reductions in welfare use could be made through the separation of cash and medical assistance.

Accordingly, the Committee bill requires the Director of ORR to establish a program through which all refugees in the United States will receive medical coverage, at no cost and without having to qualify for cash assistance, during their first year in the United States. The Committee has given the Director wide discretion in developing the type of program to be used. It can be Medicaid, private insurance, or a newly-designed program.

Block Grants

For fiscal year 1984 the Administration has proposed that the domestic resettlement of refugees be funded through a block grant (sometimes referred to as a "per capita grant"). This proposal has been vigorously opposed by the National Governors' Association, the National Association of Counties, virtually every State refugee coordinator in the nation, and numerous Volag officials. Basically, they have all argued that the block grant proposal represents an

attempt to transfer the primary funding responsibilities for resettlement from the Federal Government to State and local governments, and would politicize, within each State, the allocation of resources for resettlement.

The Committee agrees that the disadvantages of the block grant proposal outweigh any potential for improvement that the proposal might offer. The Committee is also concerned that the Administration's proposal might offer. The Committee is also concerned that the Administration's proposal lacks a sufficient statutory basis to withstand a court challenge. Accordingly, the legislation specifically prohibits the use of block or per capita grants for domestic resettlement purposes. In short, the Committee intends that the funding mechanisms utilized since enactment of the Refugee Act shall be continued.

Analysis of Committee Amendments

First Committee Amendment

In the Spring of 1980, approximately 125,000 Cuban nationals entered the United States in a massive boatlift from Cuba. Because of the magnitude of the "Mariel influx" and the brief time period involved, the Federal government was unable to conduct a thorough screening of many of these "entrants" prior to their release into the community.

During hearings before this Committee in 1980, it was learned that a large, but undetermined, number of entrants were released from mental health institutions and prisons and them transported to Mariel for the voyage to this country. A small number of these individuals still remain in Federal custody.

An additional number of entrants who were processed in 1980 are also incarcerated in State and local correctional facilities for non-Federal criminal offenses. This has had a disproportionate impact on certain States, such as Florida and New York, where substantial numbers of Cuban entrants have chosen to reside. Because the Federal government did not prevent their initial entry nor properly screen them upon arrival here, it bears some degree of financial responsibility for the costs of incarcerating them.

Therefore, the first Committee amendment authorizes a 2-year program to reimburse States and counties for the costs of confining Cuban entrants. Since estimates as to the number of incarcerated entrants are not readily available, the Committee felt it was appropriate to authorize "such sums as may be necessary." The amendment also restricts the spending authority of the Attorney General to "such amounts as may be provided in advance in appropriation acts."

In the event the total costs of a State and local government are not met by appropriated funds, each government's share shall be "ratably reduced."

Second Committee Amendment

Volags are responsible for providing a wide range of resettlement services to newly-arriving refugees under the terms of their reception and placement (R&P) cooperative agreements with the State Department. For providing these services the Volags receive a per

capita grant varying from $365 for a non-Indochinese refugee to $525 for an Indochinese refugee.

Specifically, the Volags are required to provide several "core services," including: pre-arrival, reception, counseling and referral, and consultation with public agencies. These "core services" are to be provided for a period of 90 days after the refugee's arrival. In addition, Volags are responsible for providing temporary housing (one month's rent), food and other basic necessities for 30 days, and clothing.

The current cooperative agreement also stipulates that the Volag "recognizes that the ultimate aim of assistance under this agreement is to move refugees toward early employment and self-sufficiency and that refugees should be placed in jobs as soon as possible after their arrival in the United States."

The Committee wholeheartedly concurs with this objective (which is codified in The Refugee Act of 1980), but notes that existing dependency rates demonstrate that it has not been achieved. In many cases, refugees are placed on welfare within days of their arrival in this country. For example, GAO found in a March 1983 report (based on a five-county sample in selected States) that 88% of refugees receiving assistance registered for such assistance within 30 days of arrival. The sample also revealed that the dependency rate for employment age refugees was 71.4%.

These statistics indicate that many of the Volags are not living up to their commitment "to move refugees toward early employment." Clearly, the current employment situation, the economy and the availability of generous cash assistance programs in certain States have hindered their efforts.

Nevertheless, the Committee believes that Volags must redouble their efforts to discourage welfare dependency. It should be viewed only as a "last resort" in the development of a resettlement plan for any employable refugee.

To break this regrettable chain of welfare dependency and to reaffirm the Committee's belief that Volags should be primarily responsible for a refugee's well-being for that critical first few months in this country, the second Committee Amendment makes the Volag legally and financially responsible for the care of the refugee for 90 days.

Specifically, the Volag is required to meet the refugee's "basic needs for food, clothing, and shelter, and for transportation for job interviews and training." There is a six month delayed effective date for this new statutory requirement.

The Committee recognizes that the R&P agreements have been strengthened in recent months. Furthermore, efforts, although belated, are now being made to implement the 1980 statutory requirement that proposals shall be submitted as a condition precedent to the receipt of funding under these agreements.

The Refugee Bureau has also expanded its efforts to monitor the domestic resettlement activities of the Volags. While these actions are commendable, there must be a substantial augmentation of the Bureau's resources and personnel devoted to this task.

This is particularly the case under the Committee's second amendment which imposes specific responsibilities on Volags. The Committee also anticipates that an appropriate system of sanctions

will be developed in the event a Volag fails to satisfy the contractional responsibilities mandated by this amendment.

The Committee is hopeful that implementation of this amendment and close communication between the local Volag representative and the welfare eligibility worker as to the level of cash and "in kind" assistance provided will reduce the number of refugees qualifying for public assistance.

Given the obligations imposed on Volags by this amendment, the Committee directs the Refugee Coordinator and the Bureau for Refugee Programs to reexamine the amount of the R&P Grant, with a view to increasing it to a level which takes into account these new responsibilities.

Third Committee Amendment

H.R. 3729, as introduced, would have prohibited refugees from receiving cash assistance (RCA and AFDC) for a period of 90 days after arrival in the U.S. It also would have authorized States and local governments to disqualify refugees from receiving cash assistance under general assistance or general relief programs. The prohibition had a delayed effective date—applying to refugees entering the United States on or after October 1, 1984.

The third Committee amendment deletes this prohibition. The amendment was adopted in response to the concerns of State and local governments that the prohibition would have significant financial implications for them. Specifically, because many State and local governments would be legally unable or unwilling to deny general assistance to refugees, the Federal prohibition would have the direct result of transferring the costs of providing interim financial assistance from the Federal government to State and local governments.

In addition, concern was expressed that the "State option on disqualification" could raise serious legal and constitutional issues, as well as the possibility of conflicting Federal law since the Social Security Act was not directly amended by H.R. 3729.

Fourth Committee Amendment

The Committee is firmly committed to reducing the high levels of public assistance dependency among refugees. The transitional needs of refugees must be met in ways to facilitate, rather than frustrate, early employment and self-sufficiency. To assist in meeting this objective, the Fourth Committee Amendment provides the statutory mandate for developing, implementing, and evaluating alternatives to the present unsatisfactory welfare mechanisms.

The responsibility for carrying out this mandate is vested in the Secretary of Health and Human Services. The Committee, however, encourages the Secretary to work in close coordination with the Department of State. Coordination is essential because alternative projects may cover refugees during their first 90 days in the United States, a period during which Volags are required to assist refugees under the terms of their R&P agreements which are administered by the Bureau for Refugee Programs, Department of State.

Under Committee Amendment No. 4, refugees will participate in pilot projects for periods of time determined by the Secretary. The only statutory limitation is that a refugee have been in the United

States less than 18 months. The Secretary may wish to make time a variable—with projects covering refugees for a range of time periods—to determine the length of time needed to deter later reliance by refugees on welfare.

The amendment precludes refugees who are participating in such pilot projects from being eligible for RCA and AFDC. This amendment does not restrict the current reimbursement of State and local governments for cash assistance programs provided pursuant to State or local law. Prior to implementation of alternative projects, the Committee believes that the Secretary should consult with the appropriate State and local officials in order to ensure that there is proper coordination and consultation between resettlement agencies and such governmental units.

The amendment includes a March 31, 1985 deadline for submission of a report to Congress "on the results of these projects and on recommendations respecting changes in the refugee assistance program." The Committee anticipates, of course, that the Secretary will keep the Committee currently advised of details regarding the development and implementation of projects—together with interim evaluations of project experiences. It is expected that the experiences with a number of projects will give the Committee the information needed to make future changes in our resettlement program.

The mandate to implement alternative projects is not intended to affect existing projects that may have been carried out under the Refugee Act of 1980, as amended, nor the current statutory authority of the Secretary of HHS and the Director of ORR to fund special projects.

Section-by-Section Analysis of Legislation, as Amended

Section 1: Short title, "Refugee Assistance Extension Act of 1983"

Section 2: Extends for two years the authorization of appropriations for the domestic resettlement of refugees; retains a $100 million line item for social services and $14 million line item for health screening and initial treatment; adds a $50 million line item for targeted assistance; adds a "such sums" authorization to reimburse states and counties for costs incurred in imprisoning certain nationals of Cuba convicted of violating state or county law; retains a "such sums" authorization for all other activities (i.e. education, cash and medical assistance, administrative costs, and matching grant program).

Section 3: Moves the Office of Refugee Resettlement (ORR) from the Social Security Administration to the Office of the Secretary of Health and Human Services. Transfers from ORR to the Department of Education the authority to fund special educational programs for refugee children.

Section 4: Clarifies that during fiscal year 1984 and 1985 the Comptroller General shall directly audit expenditures made under the State Department's Reception and Placement (R&P) grants. Requires that all R&P grants shall require the Voluntary Agency (Volag): (1) to provide quarterly performance and financial status reports to the Federal agency administering the program; (2) to furnish, to any county or local welfare office upon its request, docu-

mentation regarding any cash or other resources provided directly by the Volag to the refugee; (3) to be financially and legally responsible for meeting the basic needs for food, clothing, shelter, and for transportation to job interviews and training of each refugee resettled by the Volag during such refugee's first 90 days in the United States; (4) to transmit to the administering agency, for transmission to Congress, an annual report describing the number and location of refugees placed, the amount of money (including administrative costs) spent under the R&P grant, the number of refugees placed who are receiving cash or medical assistance, the efforts made to monitor refugee placements and the activities of their local affiliates, and such other information as the administering agency deems appropriate.

Section 5: Authorizes the Director of ORR to provide targeted assistance to impacted counties for the primary purpose of promoting refugee self-sufficiency.

Section 6: Specifies that a refugee who refuses an appropriate offer of employment (as defined by the Volag or local employment service), or who refuses to go to a job interview arranged by the Volag or local employment service, or who refuses to participate in available social service or targeted assistance programs, shall be declared (after an opportunity for a hearing) to be ineligible for cash assistance for three months for the first refusal and six months for any subsequent refusal. Requires the Director of ORR (to the extent of available appropriations) to arrange with states for the provision of medical assistance to all refugees, regardless of income or family composition, for the one-year period after their entry. Requires the Secretary of Health and Human Services to establish alterntive (i.e. demonstration) projects under which refugees who have been in the United States less than 18 months are provided intermim support, services and case management in a way that promotes effective resettlement and does not entail access to aid to families with dependent children or refugee cash assistance. Requires that a report on such projects be transmitted to Congress by March 21, 1985.

Section 7: Prohibits the use of block or per capita grants as a funding mechanism, thereby continuing the current system.

Section 8: Directs the Attorney General, to the extent of available appropriations, to reimburse state and county governments for their costs in imprisoning, during fiscal years 1984 and 1985, nationals of Cuba who were allowed to enter the United States in 1980 without visas and who were subsequently convicted of violating state or county law.

Department Position

The Administration supports the reauthorization of the Refugee Act of 1980 and has submitted legislation to accomplish that objective. Since the various Departments have not specifically commented on H.R. 3729, the prepared testimony of the U.S. Coordinator for Refugee Affairs and the Director of the Office of Refugee Resettlement, HHS, on the initial legislation—a straight three year extension of domestic funding authority—is set forth below:

STATEMENT OF AMBASSADOR H. EUGENE DOUGLAS, U.S. COORDINATOR FOR REFUGEE AFFAIRS ON THE REAUTHORIZATION OF THE REFUGEE ACT OF 1980

I am pleased to be here today to discuss with you the reauthorization of the Refugee Act of 1980. Because the Administration views this legislation as a flexible instrument of policy, we have no major changes in the Act to propose. The Administration has communicated to the House and Senate its support for a three (3) year extension of the Act. We feel the necessary improvements in our national refugee program can be made administratively within the existing framework of the law.

I would like to discuss with the Committee the changes we will be making in the program during the coming year and something about our longer range goals. I also wish to share with you my observations on the role of the U.S. Coordinator for Refugees.

INTERNATIONALIZATION

During the past year, one of my principle goals has been to promote the internationalization of refugee relief and resettlement.

Because of its historic generosity, the United States is looked upon as the country most willing to shoulder the majority of costs associated with humanitarian assistance. This often means that international organizations overlook the potential assistance which other countries can offer.

I have pressed international organizations to investigate these possibilities more thoroughly. I am proud that we have made some important gains in this area.

Our U.S. Mission in Geneva has been engaged, with Washington's full support, in a vigorous lobbying effort among European and other friendly governments to increase the numbers of Indochinese refugees they are resettling. I have personally made calls on the Governments in Bonn and London and met with the responsible Minister in the French and Canadian Governments. I am happy to say that our efforts in this area have begun to bear fruit, and we hope this will lead to improved international performance that is sustainable over the longer term.

After several months of informally sounding out some of our friends overseas, the Administration is also preparing to formally launch my office's proposal for a Consultative Group of key Western governments which provide financial and resettlement assistance to refugees. This Consultative Group is not in competition with the UN High Commissioner for Refugees. Rather it is supportive of, and personally encouraged by the High Commissioner. We have responsibilities as individual countries which are frequently best dealth with on a more political level.

Our agreement with the Government of Japan to improve the health and vocational skills of U.S. bound refugees is a significant accomplishment for the U.S. program. Through the terms of this agreement Japan donated $4.3 million in grant aid to the Republic of the Philippines for the upgrading and expansion of medical, dental and vocational training facilities at the Refugee Processing Center in Bataan, through which most U.S. bound Indochinese refugees pass.

As a result of this expansion and upgrading, we can look forward to two important changes that will help them reach early self-sufficiency here—treatment of the serious dental problems we often see among refugees, and the completed treatment of all active TB cases prior to entering the United States. As a result, U.S domestic costs for initial medical and dental care for most refugees from Indochina will be reduced considerably.

It is not just the resettlement commitments of the major donor countries, however, but the efficiency and management of the international organizations which provide relief to refugees that are of concern to us.

With a coordinated effort among the Bureau for Refugee Programs, the U.S. Mission in Geneva and my office, the Administration has urged the UN High Commissioner for Refugees to institute management reforms we feel are crucial to the administration of that agency In response to our request, the High Commissioner has created a task force on management and administration reporting to the Deputy High Commissioner. We are determined to vigorously pursue the matter of management reforms because we feel they are in the best interests of refugees worldwide, and because we feel our national interest requires it.

A substantial part of our international effort has been devoted to developing a process of forward planning and program improvements. These efforts have included a careful managing down of refugee admissions, modulating monthly refugee arrivals in the U.S., and improving the preparation of refugees prior to their arrival in the U.S. Although I sought to pursue both domestic and international efforts in an even-handed manner, I feel that I have made more progress during fiscal year 1983 in improving our international programs than in improving our domestic programs. However, international improvement is a clear prerequisite to increased stability in our domestic programs. Our international effort has been substantial, particularly with regard to Southeast Asian refugees, and will continue during the next fiscal year and beyond. During fiscal year 1984 we plan to direct greater attention toward improvements in our domestic resettlement programs.

DOMESTIC PROGRAM

In order to obtain a better understanding of the current domestic resettlement program, we held a series of consultations from January through April with state and local governments, service providers and voluntary resettlement agencies. I felt that it was important to engage all interested parties in our search for program improvements.

While there is a consensus that the Administration has sufficient statutory authority under the Refugee Act to effect improvements in our domestic program, there is far less agreement concerning what constitutes productive and reasonable change in that program. Despite a recognition that costs are too high and significant inefficiencies exist in many areas of the national program, the prospect of change creates substantial anxiety among state and local officials and the voluntary agencies. They feel that resettlement program changes, particularly those involving a shift in the

scheme of Federal reimbursements, cannot be made without a harmful reduction in Federal responsibility. While recognizing their concerns, we must continue to make improvements in our domestic resettlement programs.

To maintain our ability to admit refugees to this country, the costs must be lowered and the funds must be used more efficiently. Federal and state expenditures for refugee domestic resettlement currently make up about 80 percent of the approximate $1.9 billion we annually spend on refugees. The remaining amount is spent on our international refugee efforts.

A review of the fiscal year 1982 through fiscal year 1984 budgets of the Office of Refugee Resettlement in HHS and the Bureau for Refugee Programs in the Department of State shows the costs of refugee resettlement in the United States decreasing on a year-to-year basis. This decrease is not attributable to significant declines in refugee welfare dependency or increased program efficiency. Instead it is chiefly based on the decline in admissions from the period fiscal years 1979–81 (when we admitted over 500,000 refugees) to the period fiscal years 1982–84 (during which we expect admissions to be about 235,000). Without continued programmatic improvement, the annual per capita costs will remain relatively stable. During the same time the "hidden" costs of other Fedreal and state welfare-type assistance will likely continue to increase as more and more refugees linger in dependency status beyond the purview of direct Federal coverage.

In order to see that these funds are used more effectively we plan to make changes in the domestic refugee program. Among these changes are (1) a system of per capita grants to generate local initiatives; (2) incentives to reduce welfare dependency among refugees; and (3) better accountability for public funds given to the private agencies which resettle refugees.

PER CAPITA GRANTS

In fiscal year 1984, per capita grants will be available to the states (a) to provide assistance to those not categorically eligible for cash and medical assistance and (b) to support state or community elected programs designed to help all refugees attain self-sufficiency. Separate funding will continue to be available for: (1) the state/local share of AFDC, Medicaid, SSI and General Assistance during a refugee's first 36 months, and the administrative costs associated with these programs; (2) preventive health programs, at a 40 percent increase and (3) the voluntary agency matching grant program.

The per capita grant program will not limit federal responsibility for refugees or reduce the amount of funds available. The intent of the per capita grant is to allow the states much needed flexibility in their approaches to helping refugees achieve self-sufficiency. States will be able to take initiatives uninhibited by the standardization problems involved in nation-wide rulemaking. My office and the Office of Refugee Resettlement are firmly committed to working with the states to help the states succeed.

INCENTIVES TO ATTAIN SELF-SUFFICIENCY

Despite all that we have already done, we must significantly improve our work with states and voluntary agencies on initiatives to reduce the time refugees take to become employed and self-sufficient. We feel that the three-year Federal reimbursement period for refugee cash and medical payments has generated a mentality among both refugees and service providers that the attainment of self-sufficiency is either a very long process or improbable. My views on this subject are well known. We must face the fact that the public welfare system serves as a poor support mechanism for refugees. Some of the major weaknesses in our present approach to resettlement are: disincentives to employment, inconsistencies in management and benefits among states, lack of accountability in social service management, and failure to enlist the supportive roles and the potential of local sponsors, refugees and community organizations.

In fiscal year 1984, the Administration will undertake a nationwide effort of testing program improvements which we intend to use as a basis for the future.

We will be working with the states, voluntary agencies, and refugee mutual assistance associations in the following area initiatives.

Private sector initiatives.

Improved private sector support of refugees during their first months in the United States which will include case-management responsibilities and private financial support.

Economic development.

Emphasis on community and small-scale economic development initiatives to bring ethnic community groups together with the business sector to foster refugee enterprises.

Tax Credits

My office will work with IRS in an attempt to secure Targeted Jobs Credit (TJC) for private sector employers who hire eligible refugees. We will continue to search for additional incentives to foster refugee employment.

IMPROVED ACCOUNTABILITY FOR PUBLIC FUNDS

The Administration recognizes a need to improve the management of the public funds provided to the private voluntary organizations that resettle refugees in the United States.

The Bureau for Refugee Programs, in close cooperation with ORR, is committed to further improvements in the management of the State Department's Reception and Placement (R&P) agreements with voluntary agencies. Our objective is to reinforce that crucial sense of responsibility inherent in a true sponsor relationship with a refugee. Although the Administration has made progress in R&P management during the past year, I am convinced that we can do more in providing general as well as specific guidance to the voluntary agencies in monitoring the progress of their sponsored refugees. Finally, the Departments of State and HHS are

consulting on improvements in the "hand-over" of the refugee from the initial R&P grant to the ORR support programs.

THE U.S. COORDINATOR FOR REFUGEE AFFAIRS

When I took office in 1982 there have never been a fully functional Coordinator's office as envisioned in the Refugee Act. Although there had been two prior incumbents in the post, Senator Clark was all but exclusively occupied by the international aspects of the Southeast Asian boat people and Ambassador Palmieri was forced by events to concentrate on the problems created by the Mariel boatlift in 1980. After January 1981, the post of Coordinator had remained vacant until my confirmation by the Senate in March 1982.

The practical consequence of all this is that Year One for the Coordinator's office as envisioned by the Refugee Act has been FY 1983. We have been engaged in a year of intensive institution building. Both the Senate and House Judiciary Committees, and especially the subcommittees, have been patient and supportive. The Departments of State, Justice and Health & Human Services are learning to work with a new bureaucratic actor, i.e., the U.S. Coordinator for Refugee Affairs.

In the background, we hear the ticking of a clock. when will the Coordinator's office fulfill its mission? After a year in office I will offer the view that some of the duties enumerated in the Act are unlikely ever to be performed. Other duties of the Coordinator may be performed best if accomplished with a modest interpretation of scope. In the critial area of budgets, the Coordinator is probably wise to limit his efforts to program and macro budget objectives and not attempt the more ambitious budget strategy role mentioned in the Act. The Coordinator is unlikely to have the staff to perform such a role, even if the various Cabinet departments would cooperate.

There is a pressing need for the Coordinator to clarify the policy versus operating roles among the actors in the national refugee arena. One of the key objectives of the new Senior Interagency Group is to permit the orderly evolution of such role definition.

And what of the Congress? I have often testified that the Coordinator has a special relationship to the Congress. This relationship should rest on mutual trust, shared objectives, and frequent contract. We have tried to put this concept into practice. For the future, I think it equally important that the Congress not attempt to legislate in a too detailed fashion the form and procedure of refugee program management.

CONCLUSIONS

As I have said many times before, my chief goal is to preserve the American tradition as a country of opportunity for refugees. We are the most successful pluralistic society in the world. We have always maintained a haven for those who are persecuted, and I believe it is important to continue this tradition.

Our challenge today is to find a new balance between this humanitarian tradition and the limits that economic and social constraints placed upon us.

The changes we intend to make in the domestic refugee program are logical progressions of our experience during the past eight years. We are not concerned today with statutory changes in the Refugee Act. Nor are we concerned primarily with reducing the federal refugee budget.

Our review of the domestic consultation recommendations, and our analysis of the current domestic support program, leads us to believe that it is the support system—more than a lack of effort of the voluntary organizations, service providers, or refugees—that is the primary cause of high refugee program costs and dependency rates.

While we consider the adoption of the measures I have outlined vital to reducing the structural costs of the present domestic resettlement system, we feel that they are only a first step in improving the cost and efficiency of America's refugee program. We will continue to explore alternatives to welfare as the support mechanism for refugees. This Administration would consider it a moral and political defeat if we were to reply on a precipitous lowering of the rate of refugee admissions as our only way of controlling the costs of this program.

STATEMENT BY PHILLIP N. HAWKES, DIRECTOR, OFFICE OF REFUGEE RESETTLEMENT

Mr. Chairman, members of the subcommittee, I am pleased to have to the opportunity to meet with you to discuss the reauthorization of Title IV of the Immigration and Nationality Act, as amended by the Refugee Act of 1980 and the Refugee Assistance Amendments of 1982. The Administration is proposing a three-year reauthorization of this legislation.

The Refugee Act of 1980, signed into law in March 1980, provides for the annual admission of refugees to this country and authorizes the refugee assistance program to enable and encourage those refugees to become self-sufficient as soon after arrival in the United States as possible.

With the passage of the Refugee Assistance Amendments of 1982, which extended for one year, through September 30, 1983, the authorization of appropriations necessary for providing refugee assistance, Congress has taken positive statutory action on several aspects of refugee resettlement.

First, Congress required participation of employable refugee cash assistance recipients in job and language training programs. Congress also imposed stricter sanctions on refugees for refusing jobs or training, prohibited cash assistance to refugees who are full-time college students, and required contact between welfare agencies and voluntary refugee resettlement agencies when refugees apply for cash assistance or refuse to accept employment. These statutory changes enacted October 25, 1982, were transmitted to States in a Program Instruction of October 26, 1982.

Second, Congress accepted our recommendation to eliminate the section of the Refugee Act which exempts refugees from employment registration during their first sixty days after arrival in the United States.

Finally, the Refugee Assistance Amendments also placed in statute, and strengthened, a refugee placement policy which we had developed and negotiated in conjunction with the Department of State and the voluntary resettlement agencies and in consultation with State and local officials, public interest groups, and refugee organizations. This policy is designed to reduce the placement of refugees in areas of high concentration so as to achieve more equitable distribution of refugees within the country and to provide refugees with reasonable opportunities for becoming self-sufficient. The placement policy includes the designation of areas to which "free" cases—that is, non-family reunification cases—will not be resettled, as well as a number of other initiatives that we have undertaken, such as the planned resettlement of free cases in selected favorable sites.

Since two studies that were mandated by the Refugee Assistance Amendments have already been transmitted to the Congress, I will not discuss them in detail in this testimony. These studies address the feasibility and advisibility of a refugee impact aid program and alternative methods for the provision of cash assistance, medical assistance, and case management for refugees. In addition, evaluation studies on the effectiveness of English language training, the matching grant program, and State administration of the refugee resettlement program have been completed. The information provided by these studies will be important for future program planning and policy development.

A major undertaking in fiscal year 1982 was the implementation of policy changes which shorten the period of special cash and medical assistance for refugees who are not categorically eligible for AFDC or SSI from 36 months to 18 months. Under this policy change we continue to reimburse States for 36 months for costs they are required to incur under their AFDC, Medicaid, and, where applicable, General Assistance programs. This policy change was a major factor in the reduction of the refugee welfare dependency rate which was approximately 54 percent as of last October 1, down from 67 percent in the summer of 1981.

In addition, the concept of targeted assistance was introduced in fiscal year 1982 whereby funding is provided to assist refugee/entrant populations in areas where supplementation of available resources is necessary due to the high concentration of refugees and entrants. In fiscal year 1982, $35 million was made available for targeted assistance projects to serve Cuban and Haitian entrants. In fiscal year 1983, $75 million has been earmarked for both refutee and entrant targeted assistance with particular emphasis on activities directed toward achieving refugee employment.

As you know, we believe that employment and language training are key to the refugees' early achievement of economic self-sufficiency. Approximately 90 percent of fiscal year 1982 social service funds were used for English language training, employment services, and services which support these activities such as transportation and day care. We have continued to stress that States emphasize activities directed toward self-support. Late in fiscal year 1982 we prepared a technical assistance publication on best case practices in employment services delivery for refugees in which we identify and cite examples of the necessary elements of employ-

ment services. This publication has been broadly disseminated to voluntary agencies and local service delivery organizations. A similar publication with emphasis on effective methods in job development programs is in preparation.

We have several new projects underway to promote job development and placement. They include a demonstration grant to involve community and corporate business leadership in refugee job development and placement programs; a demonstration grant to provide technical assistance to refugee mutual assistance association in business development and business management; a pilot refugee "outplacement program" to establish refugee job placement coordinators in public welfare offices who will assist refugees in finding jobs while they are receiving public assistance; and a favorable alternative sites project through which refugees are being placed in communities offering relatively favorable opportunities for early post-resettlement employment.

Finally, emphasis is being given to employment and training through frequent consultations with national and local voluntary agencies, States, and service providers in an effort to assure that follow-up services—those services delivered under the ORR-financed domestic assistance programs—are properly coordinated with the services financed by the State Department under its reception and placement grants. A primary means of achieving the coordinated delivery of priority services will be through systems of case management which will assure that appropriate services are available, timely, and properly utilized by refugee recipients.

As you know, we are required by law to consult with States, localities, and voluntary resettlement agencies about the sponsorship process, the intended distribution of refugees and the capacity of local areas to adequately serve refugees. The placement policy that I mentioned earlier lends impetus for such consultation. We also are implementing the favorable sites project in a manner that entails full consultation among affected States and localities, voluntary agencies, mutual assistance associations, and the Department of State on the selection of sites and the nature of the resettlement projects. Together with the U.S. Coordinator for Refugee Affairs, we are continuing to hold Regional consultation meetings in various cities around the country to focus on specific areas of concern in the program. During fiscal year 1983, meetings have been held in Boston, Chicago, Portland, and Phoenix. The main issues of discussion included proposed policy changes in the refugee program, the problems of secondary migration and priority uses of social services. In addition, a substantial number of State and local consultations are scheduled, as envisioned by the 1982 Amendments. Cities where such consultations are scheduled include Baltimore, Philadelphia, Houston, Ft. Lauderdale, and Los Angeles.

The fiscal year 1984 budget request includes a program of per capita grants to States which replaces funding previously designated separately for: cash and medical assistance to refugees who are not categorically eligible under the Aid to Families with Dependent Children (AFDC), Supplemental Security Income (SSI), Medicaid or General Assistance (GA) programs; education assistance for children; training and social services; and targeted assistance for areas of special need.

The fiscal year 1984 budget request of $270 million for the per capita grant represents the same amount of funding as would have been necessary for the separate, non-categorical assistance. Therefore, there is no reduction in funding under the per capita grant proposal from current estimates of refugee and entrant assistance costs. The per capita grant will provide States with sufficient funding for assistance to the non-categorically eligible refugees, and for education and employment and language training programs.

Within the framework of HHS regulations, this proposed funding mechanism is intended to provide States with flexibility in the direction, control, and allocation of resources for the attainment of refugee economic self-sufficiency in the shortest time possible. Without restricting Federal allocation of funds by line items (e.g., cash and medical assistance to the non-categorically eligible, social services, targeted assistance, and education assistance to refugee children), the States will be in a position to provide quicker and more effective and innovative responses to the needs of their eligible refugee population in accordance with local requirements, situations, problems, or special emergencies. The per capita grant would result in the elimination of unnecessary and burdensome paperwork.

A State would be able to make its own choices as to the user of per capita grant funds (including continuation of refugee cash and medical assistance if a State so decided) within the broad range of assistance and services permissible under the Refugee Act. The State would thus be able to address the particular needs and impacts of refugees in the State or in particular areas of the State.

We would plan to continue the current policy of 100 percent reimbursement, during the statutory period of 36 months from a refugee's date of arrival in the U.S., for the State share of AFDC and Medicaid and for State supplementary payments to refugee SSI recipients.

The program of per capita grants will be implemented under existing authority through administrative action. A draft regulation to implement the program is currently being prepared within HHS.

In fiscal year 1984, we will be carefully monitoring our initiatives for fiscal year 1983 to assess the extent to which they accomplish their intended goals. We will also be working closely with areas of continued high impact in an attempt to use targeted assistance funds effectively. And we will continue to emphasize those activities which lead refugees to self-sufficiency as soon as possible.

As a Nation, we made a tremendous moral and humanitarian commitment in adopting the Refugee Act of 1980. In these past three years, we have made impressive progress in meeting that commitment. In the next few years, we must continue to build on our accomplishments and further strengthen the refugee program.

We believe that the Refugee Act is a strong, humane, and important piece of legislation which should be reauthorized for an additional three years. The legislation permits us to continue the great tradition upon which this Nation is based—the tradition that allows persecuted peoples to find refuge here and start their lives anew.

I thank you for the opportunity to address the subcommittee. I will be pleased to respond to any questions you may have.

Estimate of Cost

The bill, as amended, provides a two-year authorization for the domestic resettlement assistance program established in Title III of the Refugee Act of 1980. The Congressional Budget Office has estimated that the legislation will cost $497 million ($408 million in outlays) for fiscal year 1984 and $481 million ($481 million in outlays) for fiscal year 1986. Pursuant to clause 7, Rule XIII of the Rules of the House of Representatives, the Committee states that it concurs with the cost estimate submitted below. However, as noted earlier in this Report, the costs of cash and medical assistance is dependent on a number of variables and cannot therefore, be estimated with precision.

Budgetary Information

Clause 2(1)(3)(B) of Rule XI of the Rules of the House of Representatives is inapplicable because the instant legislation does not provide new budgetary authority. Pursuant to clause 2(1)(3)(C) of Rule XI, the following estimate was prepared by the Congressional Budget Office and submitted to the Committee.

Congressional Budget Office Cost Estimate

1. Bill Number: H.R. 3729.
2. Bill title: Refugee Assistance Extension Act of 1983.
3. Bill status: As ordered reported by the House Judiciary Committee, September 27, 1983.
4. Bill purpose: This bill authorizes a two year extension of current refugee programs and authorizes the Attorney General to reimburse states and counties for costs associated with the incarceration of Cuban refugees who were admitted to the United States in 1980 and are jailed in state and county prisons.
5. Estimated cost to the Federal Government:

[By fiscal year, in millions of dollars]

	1984	1985	1986	1987
Function 600:				
Estimated authorization level:				
Refugee cash, medical, and grant assistance	328	312		
Stated authorization levels:				
Refugee social services	100	100		
Targetted assistance	50	50		
State and local medical screening and treatment services	14	14		
Total authorization levels	492	476		
Estimated total outlays	403	479	86	
Function 750:				
Estimated authorization level	5	5		
Estimated outlays	5	5		
Total cost to the Federal Government:				
Authorization level	497	481		
Outlays	408	486	86	

Basis for estimate:

The estimated authorization level for refugee cash, medical and grant assistance is based on projected average benefit levels and on the number of refugees qualified to participate in the various programs.

The estimate is based on the Administration's estimate of 60,000 refugee arrivals in 1983, 72,000 in 1984 and 64,000 in 1985. Historical data indicates that about 75 percent of those entering the U.S. require some type of cash and medical assistance in the first year. This rate has declined to 65 percent the second year and 55 percent the third year after arrival. Average costs for cash and medical assistance vary depending on whether the refugee qualifies for AFDC, non-categorical cash assistance, or for general assistance.

This bill would require the federal government to reimburse states for their payments for refugee benefits in the AFDC and Medicaid programs for three years after the refugee enters the U.S. In addition the government must reimburse states for refugee costs in non-categorical and medical assistance programs in the first 18 months after a refugee enters the U.S.

The education costs in 1985 are the 1984 authorization ceiling of $10 million plus an allowance for inflation. Costs for federal administration in 1985 are assumed to be at the level of the Administration's 1984 budget request plus inflation.

The authorization levels for social services, targetted assistance, and preventive health are those specifically stated in the bill. Full appropriation of all authorization levels is assumed in this estimate.

Outlays for the refugee programs authorized by this bill are assumed to be 82 percent of the authorization level the first year and 18 percent the second year.

The estimate of $5 million in 1984 and 1985 for reimbursement to states for the incarceration of certain Cuban refugees is based on information obtained from the Immigration and Naturalization Service (INS). The INS estimate that about 400 Cuban nationals currently in state prisons meet the qualifications specified in the bill. Unfortunately, there is no information on the number of eligible individuals incarcerated in county prisons. If this number were large, costs would be significantly higher. This estimate assumes an average reimbursement of $12,000 per prisoner in 1984 and $12,500 in 1985.

6. Estimated cost to State and local governments: Assuming full appropriation of the authorizations, this bill would save state and local governments $377 million in 1984 and $361 million in 1985. These savings would arise from direct reimbursement to state and local governments for cash and medical assistance and for costs of incarceration of some Cuban nationals. Savings would also occur from the authorization of grants to states for targetted assistance and education assistance. Federal grants to states of $100 million for social services could also result in savings to state budgets, depending on whether states would provide these services if federal aid were not provided.

7. Estimate comparison: None.

8. Previous CBO estimate: None.

9. Estimate prepared by: Charles Essick, Kelly Lukins.
10. Estimate approved by:

JAMES L. BLUM,
Assistant Director for Budget Analysis.

OVERSIGHT STATEMENTS

Pursuant to clause 2(1)(3)(A) of rule XI of the Rules of the House of Representatives, the Committee states that the Subcommittee on Immigration, Refugees and International Law has maintained and will maintain close oversight with respect to those Departments responsible for administering the various provisions of this bill. In particular, the Subcommittee intends to monitor closely the role of the Departments of Justice and State in admitting refugees to this country and HHS activites in resettling refugees.

Clause 2(1)(3)(D) of rule XI of the Rules of the House of Representatives is inapplicable since no oversight findings and recommendations have been received from the Committee on Government Operations.

INFLATIONARY IMPACT STATEMENT

Pursuant to clause 2(1)(4) of rule XI of the rules of the House of Representatives, the Committee estimates that this bill will not have a significant inflationary effect on prices and cost in the operation of the national economy.

COMMITTEE RECOMMENDATION

The Committee, after careful and detailed consideration of all the facts and circumstances involved in this legislation, is of the opinion that this bill should be enacted and accordingly recommends that H.R. 3729, as amended do pass.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

IMMIGRATION AND NATIONALITY ACT

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TITLE IV—MISCELLANEOUS AND REFUGEE ASSISTANCE

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CHAPTER 2—Refugee Assistance

OFFICE OF REFUGEE RESETTLEMENT

SEC. 411. (a) There is established, within *the Office of the Secretary in* the Department of Health and Human Services, an office to be known as the Office of Refugee Resettlement (hereinafter in this chapter referred to as the "Office"). The head of the Office shall be

a Director (hereinafter in this chapter referred to as the "Director"), to be appointed by the Secretary of Health and Human Services (hereinafter in this chapter referred to as the "Secretary").

(b) The function of the Office and its Director is to fund and administer (directly or through arrangements with other Federal agencies), in consultations with and under the general policy guidance of the United States Coordinator for Refugee Affairs (hereinafter in this chapter referred to as the "Coordinator"), programs of the Federal Government under this chapter.

AUTHORIZATION FOR PROGRAMS FOR DOMESTIC RESETTLEMENT OF AND ASSISTANCE TO REFUGEES

SEC. 412. (a) CONDITIONS AND CONSIDERATIONS.—

(1) * * *

* * * * * * * *

(4) *(A)* No grant or contract may be awarded under this section unless an appropriate proposal and application (including a description of the agency's ability to perform the services specified in the proposal) are submitted to, and approved by, the appropriate administering official. Grants and contracts under this section shall be made to those agencies which the appropriate administering official determines can best perform the services. Payments may be made for activities authorized under this chapter in advance or by way of reimbursement. In carrying out this section, the Director, the Secretary of State, and such other appropriate administering official are authorized—

[A] *(i)* to make loans, and

[B] *(ii)* to accept and use money, funds, property, and services of any kind made available by gift, devise, bequest, grant, or otherwise for the purpose of carrying out this section.

(B) No funds may be made available under this chapter (other than under subsection (b)(1)) to States or political subdivisions in the form of block grants, per capita grants, or similar consolidated grants or contracts. Such funds shall be made available under separate grants or contracts for medical screening and initial medical treatment under subsection (b)(5), for services for refugees under subsection (c)(1), for targeted assistance project grants under subsection (c)(2), and for assistance for refugee children under subsection (d)(2). The Director may not delegate to a State or political subdivision his authority to review or approve grants or contracts under this chapter or the terms under which such grants or contracts are made.

* * * * * * * *

(9) The Secretary, *the Secretary of Education, the Attorney General,* and the Secretary of State may issue such regulations as each deems appropriate to carry out this chapter.

* * * * * * * *

(b) PROGRAM OF INITIAL RESETTLEMENT.—(1)(A) For—

(i) fiscal years 1980 and 1981, the Secretary of State is authorized, and

(ii) fiscal year 1982 and succeeding fiscal years, the Director (except as provided in subparagraph (B)) is authorized,

to make grants to, and contracts with, public or private nonprofit agencies for initial resettlement (including initial reception and placement with sponsors) of refugees in the United States. Grants to, or contracts with, private nonprofit voluntary agencies under this paragraph shall be made consistent with the objectives of this chapter, taking into account the different resettlement approaches and practices of such agencies. Resettlement assistance under this paragraph shall be provided in coordination with the Director's provision of other assistance under this chapter. Funds provided to agencies under such grants and, contracts may only be obligated or expended during the fiscal year in which they are provided (or the subsequent fiscal year or such subsequent fiscal period as the Federal contracting agency may approve) to carry out the purposes of this subsection. [Such grants and contracts shall provide that the agency shall provide (directly or through its local affiliate) notice to the appropriate county or other local welfare office at the time that the agency becomes aware that a refugee is offered employment and provide notice to the refugee that such notice has been provided. Such grants and contracts shall also provide that the agency shall assure that refugees, known to the agency as having been identified pursuant to paragraph (4)(B) as having medical conditions affecting the public health and requiring treatment, report to the appropriate county or other health agency upon their resettlement in an area.]

* * * * * * *

[(6) The Comptroller General shall conduct an annual audit of funds expended under grants and contracts made under this subsection.]

(6) The Comptroller General shall directly conduct an annual financial audit of funds expended under each grant or contract made under paragraph (1) for fiscal year 1984 and for fiscal year 1985.

(7) Each grant or contract with an agency under paragraph (1) shall require the agency—

(A) to provide quarterly performance and financial status reports to the Federal agency administering paragraph (1);

(B)(i) to provide, directly or through its local affiliate, notice to the appropriate county or other local welfare office at the time that the agency becomes aware that a refugee is offered employment and to provide notice to the refugee that such notice has been provided, and

(ii) upon request of such a welfare office to which a refugee has applied for cash assistance, to furnish that office with documentation respecting any cash or other resources provided directly by the agency to the refugee under this subsection;

(C) to assure that refugees, known to the agency as having been identified pursuant to paragraph (4)(B) as having medical conditions affecting the public health and requiring treatment, report to the appropriate county or other health agency upon their resettlement in an area;

(D) to be legally and financially responsible for meeting the basic needs for food, clothing, and shelter, and for transportation for job interviews and training of each refugee resettled

during the 90-day period beginning on the date the refugee was admitted to the United States; and

(E) to transmit to the Federal agency administering paragraph (1) an annual report describing—

(i) the number of refugees placed (by county of placement) and the expenditures made in the year under the grant or contract, including the proportion of such expenditures used for administrative purposes and for provision of services,

(ii) the proportion of refugees placed by the agency in the previous year who are receiving cash or medical assistance described in subsection (e),

(iii) the efforts made by the agency to monitor placement of the refugees and the activities of local affiliates of the agency,

(iv) the extent to which the agency has coordinated its activities with local service providers in a manner which avoids duplication of activities and has provided notices to local welfare offices and the reporting of medical conditions of certain aliens to local health departments in accordance with subparagraphs (B)(i) and (C), and

(v) such other information as the agency administering paragraph (1) deems to be appropriate in monitoring the effectiveness in carrying out their functions under such grants and contracts.

The agency administering paragraph (1) shall promptly forward a copy of each annual report transmitted under subparagraph (D) to the Committees on the Judiciary of the House of Representatives and of the Senate.

(c) PROJECT GRANTS AND CONTRACTS FOR SERVICES FOR REFUGEES.—*(1)* The Director is authorized to make grants to, and enter into contacts with, public or private nonprofit agencies for projects specifically designed—

[(1)] *(A)* to assist refugees in obtaining the skills which are necessary for economic self-sufficiency, including projects for job training, employment services, day care, professional refresher training, and other recertification services;

[(2)] *(B)* to provide training in English where necessary (regardless of whether the refugees are employed or receiving cash or other assistance); and

[(3)] *(C)* to provide where specific needs have been shown and recognized by the Director, health (including mental health) services, social services, educational and other services.

(2)(A) The Director is authorized to make grants to States for assistance to counties and similar areas in the States where, because of factors such as unusually large refugee populations (including secondary migration), high refugee concentrations, and high use of public assistance by refugees, there exists and can be demonstrated a specific need for supplementation of available resources for services to refugees.

(B) Grants shall be made available under this paragraph—

(i) primarily for the purpose of facilitating refugee employment and achievement of self-sufficiency, and

(ii) in a manner that does not supplant other refugee program funds and that assures that not less than 95 per centum of the amount of the grant award is made available to the county or other local entity.

(d) ASSISTANCE FOR REFUGEE CHILDREN.—(1) The [Director] *Secretary of Education* is authorized to make grants, and enter into contracts, for payments for projects to provide special educational services (including English language training) to refugee children in elementary and secondary schools where a demonstrated need has been shown.

* * * * * * *

(e) CASH ASSISTANCE AND MEDICAL ASSISTANCE TO REFUGEES.—(1) The Director is authorized to provide assistance, reimbursement to States, and grants to, and contracts with, public or private nonprofit agencies for 100 per centum of the cash assistance and medical assistance provided to any refugee during the thirty-six month period beginning with the first month in which such refugee has entered the United States and for the identifiable and reasonable administrative costs of providing this assistance.

(2)(A) Cash assistance provided under this subsection to an employable refugee is conditioned, except for good cause shown—

(i) on the refugee's registration with an appropriate agency providing employment services described in subsection [(c)(1),] *(c)(1)(A),* or if there is no such agency available, with an appropriate State or local employment service;

(ii) on the refugee's participation in any available and appropriate social service *or targeted assistance* program (funded under subsection (c)) providing job or language training in the area in which the refugee resides; and

(iii) on the refugee's acceptance of appropriate offers of employment; except that subparagraph (A) does not apply during the first sixty days after the date of the refugee's entry. [Such cash assistance provided to such a refugee shall be terminated (after opportunity for an administrative hearing) with the month in which the refugee refuses such an appropriate offer of employment or refuses to participate in such an available and appropriate social service program.] *In the case of a refugee who refuses an offer of employment which has been determined to be appropriate either by the agency responsible for the initial resettlement of the refugee under subsection (b) or by the appropriate State or local employment service, who refuses to go to a job interview which has been arranged through such agency or service, or who refuses to participate in a social service or targeted assistance program referred to in clause (ii) which such agency or service determines to be available and appropriate, cash assistance to the refugee shall be terminated (after opportunity for an administrative hearing) for a period of three months (for the first such refusal) or for a period of six months (for any subsequent refusal).*

* * * * * * *

[(5) The Director is authorized to allow for the provision of medical assistance under paragraph (1) to any refugee, during the one-

year period after entry, who does not qualify for assistance under a State plan approved under title XIX of the Social Security Act on account of any resources or income requirement of such plan, but only if the Director determines that—

[(A) this will (i) encourage economic self-sufficiency, or (ii) avoid a significant burden on State and local governments; and

[(B) the refugee meets such alternative financial resources and income requirements as the Director shall establish.]

(5) The Director shall, to the extent of available appropriations, arrange for the provision of medical assistance during the one-year period after their entry, and for purposes of title XIX of the Social Security Act the Director may provide that such individuals may be considered to be individuals receiving assistance under title IV of such Act.

(6) As a condition for receiving assistance, reimbursement, or a contract under this subsection *(other than under paragraph (5))* and notwithstanding any other provision of law, a State or agency must provide assurances that whenever a refugee applies for cash or medical assistance for which assistance or reimbursement is provided under this subsection, the State or agency must notify promptly the agency (or local affiliate) which provided for the intial resettlement of the refugee under subsection (b) of the fact that the refugee has so applied.

(7)(A) The Secretary shall develop and implement alternative projects for refugees, who have been in the United States less than 18 months, under which refugees are provided interim support, support services, and case management, as needed, in a manner that encourages self-sufficiency, reduces welfare dependency, and fosters greater coordination among the resettlement agencies and service providers.

(B) Refugees covered under such alternative projects shall be precluded from receiving cash assistance under the other provisions of this subsection and under part A of title IV of the Social Security Act.

(C) The Secretary, in consultation with the United States Coordinator for Refugee Affairs, shall report to Congress not later than March 31, 1985, on the results of these projects and on recommendations respecting changes in the refugee assistance program under this section to take into account such results.

(D) To the extent that use of such funds is consistent with the purposes of such provisions, funds appropriated under paragraphs (1) and (2) of section 414(a) of this chapter and under part A of title IV of the Social Security Act may be used for the purpose of implementing and evaluating alternative projects under this paragraph.

(f)(1) ASSISTANCE TO STATES AND COUNTIES FOR INCARCERATION OF CERTAIN CUBAN NATIONALS.—The Attorney General shall pay compensation to States and to counties for costs incurred by the States and counties to confine in prisons, during the fiscal year for which such payment is made, nationals of Cuba who—

(A) were allowed by the Attorney General to enter the United States in 1980,

(B) after such entry committed any violation of State or county law for which a term of imprisonment was imposed, and

(C) at the time of such entry and such violation were not aliens lawfully admitted to the United States—

(i) for permanent residence, or

(ii) under the terms of an immigrant visa or a nonimmigrant visa issued,

under this Act.

(2) For a State or county to be eligible to receive compensation under this subsection, the chief executive officer of such State or county shall submit to the Attorney General, in accordance with rules to be issued by the Attorney General, an application containing—

(A) the number and names of the Cuban nationals with respect to whom such State or county is entitled to such compensation, and

(B) such other information as the Attorney General may require.

(3) For a fiscal year the Attorney General shall pay the costs described in paragraph (1) to each State and county determined by the Attorney General to be eligible under paragraph (2), except that if the amounts appropriated for such fiscal year to carry out this subsection are insufficient to cover all such payments, each of such payments shall be ratably reduced so that the total of such payments equals the amounts so appropriated.

(4) The authority of the Attorney General to pay compensation under this subsection shall be effective for any fiscal year only to the extent and in such amounts as may be provided in advance in appropriation Acts.

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AUTHORIZATION OF APPROPRIATIONS

SEC. 414. (a)(1) There are hereby authorized to be appropriated for [fiscal year 1983] such sums as may be necessary for the purpose of carrying out the provisions (other than those described in paragraphs [(2) and (3)] *(2) through (5))* of this chapter.

(2) There are hereby authorized to be appropriated for [fiscal year 1983] $100,000,000 for the purpose of providing services with respect to refugees under section [412(c)] *412(c)(1).*

(3) There are hereby authorized to be appropriated for [fiscal year 1983] *each of fiscal years 1984 and 1985* $14,000,000 for the purpose of carrying out section 412(b)(5).

(4) There are hereby authorized to be appropriated for each of fiscal years 1984 and 1985, $50,000,000 for the purpose of providing targeted assistance project grants under section 412(c)(2).

(5) There are authorized to be appropriated for each of fiscal years 1984 and 1985 such sums as may be necessary to carry out section 412(f).

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